

## Message Text

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ACTION ACDA-10

INFO OCT-01 EUR-12 ISO-00 ERDA-05 CIAE-00 H-02 INR-07

IO-10 L-03 NSAE-00 OIC-02 OMB-01 PA-01 PM-03 PRS-01

SAJ-01 SAM-01 SP-02 SS-15 USIA-06 TRSE-00 NSC-05

BIB-01 MC-02 /091 W

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R 101815Z JUL 75

FM USMISSION NATO

TO SECSTATE WASHDC 2659

SECDEF WASHDC

INFO USDEL MBFR VIENNA

AMEMBASSY BONN

AMEMBASSY LONDON

USNMR SHAPE

USCINCEUR

S E C R E T SECTION 1 OF 3 USNATO 3687

E.O. 11652: GDS

TAGS: PARM, NATO

SUBJECT: MBFR: OPTION III: NUMERICAL EFFECTS OF WP PROPOSAL  
ON FORCE DEFINITIONS

REF: USNATO 3614 DTG 071850Z JULY 75

1. AT JULY 7 SPC MEETING, BELGIAN AND CANADIAN REPS OBSERVED THAT IT WOULD BE UNWISE TO SEEK EASTERN AGREEMENT ON A SPECIFIC NUMERICAL COMMON CEILING UNTIL THE ALLIES COULD SEE THE RESULTS OF THE DEFINITIONS EXERCISE UNDER WAY IN VIENNA, SINCE THAT EXERCISE COULD CHANGE THE DISPARITIES. MC REP AGREED TO SUBMIT A PAPER ON THE NUMERICAL EFFECTS OF THE WP PROPOSAL ON FORCE DEFINITIONS. HE DID SO AT SPC MEETING JULY 10. TEXT APPEARS AT THE END OF THIS MESSAGE.

2. MC REP (GROUP CAPTAIN SMITH) COMMENTED ON HOW THE EASTERN PROPOSAL WOULD REDUCE DISPARITIES. HE SOUNDED A WARNING ABOUT  
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SETTING A NUMERICAL COMMON CEILING UNDER SUCH CIRCUMSTANCES, BUT NOTED THAT IN ANY EVENT THE AHG HAS BEEN SKILLFULLY REJECTING THE EASTERN APPROACH. BELGIAN (WILLOT) AND CANADIAN (BARTLEMAN) REPS REITERATED THEIR CONCERN AS EXPRESSED AT THE JULY 7 MEETING.

UK REP (BAILES) SAID THAT THE WP PROPOSAL ON FORCE DEFINITION IS NOT SOMETHING THE ALLIES HAVE TO ACCEPT, THE AHG HAS IN FACT REJECTED THE EASTERN APPROACH, AND IT SHOULD NOT STAND IN THE WAY OF FURTHER DEFINING THE COMMON CEILING.

3. BEGIN TEXT

AIDE MEMOIRE FOR MEMBERS OF THE SENIOR POLITICAL COMMITTEE

SUBJECT: ILLUSTRATIVE NUMERICAL EFFECTS OF THE WP PROPOSAL FOR THE DEFINITION OF AIR AND GROUND FORCES

1. THE PURPOSE OF THIS PAPER IS TO ILLUSTRATE SOME POSSIBLE NUMERICAL EFFECTS ON THE DISPARITIES BETWEEN NATO AND WP FORCES IN THE NGA AND REDUCTIONS REQUIRED TO ACHIEVE A GROUND COMMON CEILING OF 700,000 OR A COMBINED AIR/GROUND COMMON CEILING OF 900,000, IF AS A RESULT OF AN AGREEMENT ON DEFINITIONS, NATO AND WP AIR AND GROUND FORCE PERSONNEL WERE TO BE COUNTED ALONG THE LINES SUGGESTED BY THE EAST, I.E. ALONG FUNCTIONAL LINES INSTEAD OF COLOUR OF UNIFORM AS SUGGESTED BY THE WEST.

2. TO DATE, THE WEST HAS IDENTIFIED FOUR AREAS WHERE THE ALLIED APPROACH DIFFERS FROM THAT SUGGESTED BY THE WP. THESE DIFFERENCES INVOLVE FOUR CATEGORIES OF PERSONNEL: HELICOPTERS IN SUPPORT OF GROUND FORCES (HEL PERS SPT GD), AREA AIR DEFENCE (AREA AIR DEF PERS), SSM (SSM PERS) AND GROUND FORCES LOGISTICAL SUPPORT (GD LOG SPT PERS).

3. THESE CATEGORIES OF PERSONNEL ARE INCLUDED, INTER ALIA, IN THE ALLIED ESTIMATE OF WP AIR AND GROUND FORCES IN THE NGA AS FOLLOWS:

WP AIR (206,000) INCLUDES: WP GROUND (951,000) INCLUDES:  
18,500 GEAF AREA AIR DEF PERS 41,000 POL & CSSR AREA AIR  
DEF PERS(1)  
13,000 HEL PERS SPT GD(1) 17,500 9VIET AREA AIR DEF PERS(2)  
11,600 SSM PERS  
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252,000 GD LOG SPT PERS IN SUPPORT  
OF AIR AND GROUND FORCES

4. UNDER THE WP PROPOSAL, THESE CATEGORIES OF PERSONNEL WOULD PROBABLY HAVE TO BE INCLUDED IN THE ALLIED ESTIMATE OF WP FORCES AS FOLLOWS:

WP AIR WOULD INCLUDE: WP GROUND WOULD INCLUDE:  
41,000 POL & CSSR AREA DEF PERS 13,000 HEL PERS SPT GD  
17,500 SOVIET AREA AIR DEF PERS 11,600 SSM PERS  
18,500 GEAF AREA AIR DEF PERS 252,000-X GD LOG SPT PERS IN  
X GD LOG SPT PERS IN SUPPORT SUPPORT OF GROUND FORCES ONLY  
OF AIR FORCES ONLY

BEGIN FOOTNOTES

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(1) THE MBFR WG HAVE PREVIOUSLY EXAMINED THE IMPLICATIONS OF THIS  
CATEGORY OF PERSONNEL. AN EXTRACT OF THE WG FINDINGS IS AT ANNEX.  
(2) NATO ESTIMATES PLACE THIS FIGURE BETWEEN 15,000 AND 20,000. FOR  
EASE OF PRESENTATION, THE MEAN FIGURE, 17,500, IS USED IN THIS  
PAPER. END FOOTNOTES

5. THE EFFECT, THEN, OF THE WP PROPOSAL WOULD BE TO CHANGE  
ALLIED ESTIMATES OF WP AIR AND GROUND FORCES AS FOLLOWS:

WP AIR

WP GROUND

CURRENT ALLIED ESTIMATE: 208,000	CURRENT ALLIED ESTIMATE: 937,000
PLUS POL & CSSR AREA	MINUS POL & CSSR AREA
AIR DEF: 41,000	AIR DEF: 41,000
PLUS SOV AREA AIR DEF: 17,500	MINUS SOV AREA AIR DEF: 17,500
PLUS GD LOG SPT PERS IN	MINUS GD LOG SPT PERS IN
SUPPORT OF AIR FORCES: X	SUPPORT OF AIR FORCES: X
SUB-TOTAL 266,500PLUS X	SUB-TOTAL 878,500
MINUS HEL PERS SPT GD: 13,000	PLUS HEL PERS SPT GD: 13,000
NEW ALLIED ESTIMATE: 253,500 PLUS X	NEW ALLIED ESTIMATE:
	891,500 MINUS X

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IO-10 L-03 NSAE-00 OIC-02 OMB-01 PA-01 PM-03 PRS-01

SAJ-01 SAM-01 SP-02 SS-15 USIA-06 TRSE-00 NSC-05

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R 101815Z JUL 75  
FM USMISSION NATO  
TO SECSTATE WASHDC 2660  
SECDEF WASHDC  
INFO USDEL MBFR VIENNA  
AMEMBASY BONN  
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USNMR SHAPE  
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6. AS FAR AS NATO'S COUNT OF ITS FORCES, THE FOUR CATEGORIES OF  
PERSONNEL UNDER CONSIDERATION ARE INCLUDED, INTER ALIA, AS FOLLOWS:

NATO AIR (196,000) INCLUDES NATO GROUND (790,000) INCLUDES:

3,700 FRG SSM PERS(1)	11,600 AREA AIR DEF PERS
800 HEL PERS SPT GD	ALL GD LOG SPT PERS IN THE
GROUND FORCES	

7. TO CONFORM TO THE WP PROPOSAL, NATO WOULD HAVE TO INCLUDE THE FOUR CATEGORIES OF PERSONNEL IN ITS COUNT OF NATO AIR AND GROUND FORCES AS FOLLOWS:

NATO AIR WOULD INCLUDE: NATO GROUND WOULD INCLUDE:

11,600 AREA AIR DEF PERS	3,700 FRG SSM PERS
800 HEL PERS SPT GRD	
ALL GD LOG SPT PERS IN	
THE GROUND FORCES	

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FOOTNOTE: (1) THE MBFR WG HAVE PREVIOUSLY EXAMINED THE IMPLICATIONS OF THIS CATEGORY OF PERSONNEL. AN EXTRACT OF THE WG FINDINGS IS AT ANNEX.  
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8. THE EFFECT OF APPLYING THE WP PROPOSAL WOULD BE TO CHANGE THE NATO COUNT OF ITS FORCES AS FOLLOWS:

NATO AIR	NATO GROUND
CURRENT NATO COUNT: 196,000	CURRENT NATO COUNT: 790,000
PLUS AREA AIR DEF PERS: 11,600	PLUS FRG SSM PERS: 3,700
----- PLUS HEL PERS SPT GD: 800	
SUB-TOTAL 207,600	-----
SUB-TOTAL 794,500	
MINUS FRG SSM PERS: 3,700	MINUS ARE AIR DEF PERS: 11,600
MINUS HEL PERS SPT GD: 800	
-----	-----
NEW NATO COUNT: 203,100	NEW NATO COUNT: 782,900

9. THE EXTENT, IN TERMS OF MANPOWER, OF SUPPORT PROVIDED BY WP GROUND LOGISTICAL SUPPORT PERSONNEL TO WP AIR FORCES IS NOT KNOWN. HOWEVER, ESTIMATES INDICATE THERE ARE APPROXIMATELY 365,000 WP SUPPORT PERSONNEL LOOKING AFTER ABOUT 572,000 GROUND AND 208,000 AIR FORCE PERSONNEL. IF, AND THERE IS NO PROOF OF THIS, THE SUPPORT PERSONNEL PROVIDING SERVICES TO THE WP AIR AND GROUND FORCES WERE DIVIDED ON THE SAME BASIS AS THE NUMBER OF PERSONNEL SERVED, THEN THIS WOULD IMPLY THAT AS MUCH AS ONE-FOURTH OF THE 365,000 SUPPORT TROOPS COULD BE HELD IN SUPPORT OF WP AIR FORCES. THUS, IN PARAS 4 AND 5 ABOVE, "X" COULD BE AS MUCH AS 91,500. IT COULD ALSO BE LESS. BUT FOR THE SAKE OF ARGUMENT, ASSUME THAT X EQUALS 50,000. UNDER SUCH AN ASSUMPTION:

THE NEW ALLIED ESTIMATE OF WP AIR EQUALS 253,500 PLUS  
X EQUALS 303,500  
THE NEW ALLIED ESTIMATE OF WP GRD EQUALS 891,500 MINUS

X EQUALS 841,500

10. USING THESE ASSUMPTIONS, IT FOLLOWS THAT UNDER THE CURRENT WESTERN UNDERSTANDING OF THE WP PROPOSAL, THE NEW CALCULATED DISPARITIES BETWEEN NATO AND WP FORCES IN THE NGA AS COMPARED TO CURRENT WESTERN ESTIMATES ARE:

NEW ESTIMATES      CURRENT ESTIMATES

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AIR FORCES

WP	303,500	208,000
NATO	203,100	196,000

DISPARITY	100,400	12,000
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GROUND FORCES

WP	841,500	937,000
NATO	782,900	790,000

DISPARITY	58,600	147,000
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11. AGAIN, USING THESE ASSUMPTIONS, THE NEW CALCULATED NUMBERS OF GROUND FORCES EACH SIDE WOULD HAVE TO REDUCE TO REACH A GROUND COMMON CEILING OF 700,000, AS COMPARED TO CURRENT WESTERN ESTIMATES ARE:

NEW ESTIMATE      CURRENT ESTIMATE

WP	841,500	937,000
	- 700,000	700,000

REQUIRED	141,500	237,000
REDUCTIONS	----	----

NATO	782,900	790,000
	- 700,000	700,000

REQUIRED	82,900	90,000
REDUCTIONS	----	----

12. ASSUMING THAT AIR AND GROUND FORCE MANPOWER WERE INCLUDED IN A COMBINED AIR/GROUND CEILING OF 900,000, WITHOUT INCLUDING AIR MANPOWER IN REDUCTIONS, THE NEW ESTIMATES OF THE NUMBERS OF GROUND FORCE PERSONNEL EACH SIDE WOULD HAVE TO REDUCE TO REACH THAT COMMON CEILING FIGURE AS COMPARED TO CURRENT ESTIMATES WOULD NOT CHANGE:

NEW ESTIMATE      CURRENT ESTIMATE

WP		
AIR	303,500	208,000
GRD	841,500	937,000

	1,145,000	1,145,000
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	- 900,000	- 900,000	
	-----	-----	
REQUIRED REDUCTIONS	245,000	245,000	
	----	----	
NATO			
AIR	203,100	196,000	
GRD	782,900	790,000	
	-----	-----	
	986,000	986,000	
	- 900,000	- 900,000	
	-----	-----	
REQUIRED REDUCTIONS	86,000	86,000	
	----	----	

13. THE FOREGOING ANALYSIS HAS ATTEMPTED TO ILLUSTRATE IN NUMERICAL TERMS POSSIBLE EFFECTS ON NATO ESTIMATES OF THE DISPARITIES BETWEEN NATO AND WP FORCES IN THE NGA, AND THE REDUCTIONS REQUIRED TO ACHIEVE SPECIFIC COMMON CEILING FIGURES, IF AIR AND GROUND FORCE PERSONNEL WERE TO BE COUNTED ALONG THE LINES SUGGESTED BY THE WP. ALTHOUGH WP GROUND LOGISTICAL PERSONNEL SUPPORT WP AIR FORCES, IT IS NOT POSSIBLE TO ESTABLISH THE NUMBER OF PERSONNEL IN THIS CATEGORY. IT WOULD BE DIFFICULT, THEREFORE, FOR THE WEST TO DISPUTE ANY REASONABLE FIGURE ("X", USED IN PARS 4, 5 AND 9) WHICH THE WP MIGHT GIVE FOR THIS CATEGORY. EVEN SO, BE THE ACTUAL NUMBER ("X") OF PERSONNEL INVOLVED LARGE OR SMALL, THE OVERALL NUMERICAL EFFECTS OF THE WP PROPOSAL WOULD BE TO:

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IO-10 L-03 NSAE-00 OIC-02 OMB-01 PA-01 PM-03 PRS-01

SAJ-01 SAM-01 SP-02 SS-15 USIA-06 TRSE-00 NSC-05

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R 101815Z JUL 75

FM USMISSION NATO

TO SECSTATE WASHDC 2661

SECDEF WASHDC

INFO USDEL MBFR VIENNA

AMEMBASSY BONN

AMEMBASSY LONDON

USNMR SHAPE

USCINCEUR

S E C R E T SECTION 3 OF 3 USNATO 3687

A. DECREASE CURRENT NATO ESTIMATES OF THE DISPARITY BETWEEN NATO AND WP GROUND FORCE PERSONNEL IN THE NGA AND INCREASE THE CURRENT ESTIMATE OF THE DISPARITY IN AIR FORCE MANPOWER.

B. DECREASE CURRENT NATO ESTIMATES OF THE NUMBER OF GROUND FORCE PERSONNEL EACH SIDE WOULD HAVE TO REDUCE TO REACH A GROUND COMMON CEILING OF 700,000.

C. LEAVE UNCHANGED CURRENT NATO ESTIMATES OF THE NUMBER OF GROUND FORCE PERSONNEL EACH SIDE WOULD HAVE TO REDUCE TO REACH A COMBINED AIR/GROUND COMMON CEILING OF 900,000, WITHOUT ADDRESSING AIR MANPOWER FOR REDUCTIONS.

ANNEX

EXTRACT OF AC/276-D(74)8

1. THE MBFR WORKING GROUP HAVE PREVIOUSLY EXAMINED THE IMPLICATIONS OF FOUR POSSIBLE ILLUSTRATIVE ADJUSTMENTS OF CERTAIN ANOMALIES BETWEEN NATO AND WP FORCES INVOLVING HELICOPTERS, AREA AIR  
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DEFENCE, AND SSM PERSONNEL. THEIR REPORT, WHICH EXAMINES THE FOLLOWING POSSIBILITIES, HAS BEEN PUBLISHED AS AC/276-D(74)8:

A. CASE 1. EXCLUSION FROM THE WP GROUND FORCES TO BE ADDRESSED FOR REDUCTION OF: PERSONNEL (41,000) SERVING IN GROUND ELEMENTS OF CSSR AND POLISH NATIONAL AIR DEFENCE ORGANIZATIONS. INCLUSION OF THE WP PERSONNEL (13,000) REGARDED BY NATO AS AIR FORCE PERSONNEL, SERVING IN HELICOPTER UNITS IN SUPPORT OF GROUND FORCES.

B. CASE 2. THE ADJUSTMENTS AT A. ABOVE, PLUS THE EXCLUSION OF ELEMENTS OF THE NATO AND SOVIET ARMIES WHICH HAVE AN AREA AIR DEFENCE FUNCTION. THESE ARE ESTIMATED (1)(2) AT 14,000 FOR NATO, 13,000 FOR THE SOVIETS.

C. CASE 3. THE INCLUSION, FOR BOTH WP AND NATO GROUND FORCES, OF ALL AREA AIR DEFENCE PERSONNEL, WHETHER ARMY OR AIR FORCE, WHO MAN OR SUPPORT GROUND-TO-AIR SYSTEMS. THIS WOULD ADD ABOUT 29,000 NATO AIRMEN TO THE NATO FORCES TO BE ADDRESSED IN REDUCTIONS AND ABOUT 11,000 WP (GDR) AIMED TO THE WP FORCES.

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FOOTNOTE:

(1) WCA/IS/156/74

(2) THIS ESTIMATE IS DERIVED FROM AHG VIENNA MESSAGE AT (1).

THE ASSESSMENT IS SUBJECT TO FURTHER SCRUTINY.  
END FOOTNOTES.  
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D. CASE 4. INCLUSION IN THE NATO GROUND FORCE MANPOWER TOTALS OF FRG AIR FORCE PERSONNEL (3,700) MANNING SSM (PERSHING)

UNITS.

2. AS FAR AS THE EFFECTS OF THESE POSSIBILITIES ON THE GROUND FORCE COMMON CEILING OF "ABOUT 700,000", THE WORKING GROUP FOUND THAT:

A. FOR BOTH CASES 1 AND 2, WHEN RELATED TO THE COMMON CEILING CONCEPT WITH A TARGET OF ABOUT 700,000, THE EFFECTS COULD BE CRITICALLY INFLUENCED BY THE DEGREE TO WHICH THE WP GROSS MANPOWER FIGURE EVENTUALLY ACCEPTED DEVIATES FROM NATO ESTIMATES. IF THE ACCEPTED WP FIGURE WERE MUCH LOWER THAN NATO'S CURRENT ESTIMATE OF 952,000, THE REMOVAL OF A SUBSTANTIAL WP SLICE FROM THOSE TO BE ADDRESSED COULD REDUCE SIGNIFICANTLY THE SIZE OF WP REDUCTIONS REQUIRED TO REACH A COMMON CEILING. SHOULD THIS OCCUR,  
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THE DISPARITY WHICH NOW EXISTS IN TERMS OF GROUND FORCE COMBAT FORMATIONS AND EQUIPMENTS COULD REMAIN LARGELY UNTOUCHED, BECAUSE THE LOWER MANPOWER REDUCTIONS WHICH WOULD THUS BE REQUIRED OF THE WP, MIGHT BE ABSORBED WITH LITTLE OR NO REDUCTION IN WP COMBAT FORMATIONS.

B. CASE 3 EXPANDS THE "GROUND FORCES" ON BOTH SIDES TO INCLUDE AIRMEN EMPLOYED ON GROUND/AIR DEFENCE WEAPON SYSTEMS. IT HAS THE ADVANTAGE OF RETAINING THE FOCUS ON ALL WP GROUND FORCES (I.E. ARMY) WITH NO EROSION OF THE NUMBERS TO BE ADDRESSED FOR REDUCTIONS. IT WOULD, HOWEVER, SUBSTANTIALLY DILUTE THE NATO CONCEPT OF ADDRESSING ONLY FORCES IN ARMY UNIFORM BY ADDING TO THE GROUND FORCE REDUCTION BASE APPROXIMATELY 29,000 NATO AIR FORCE PERSONNEL. IT WOULD INCREASE REDUCTIONS OF NATO FORCES: UNDER THE 10 PERCENT LIMITATION ON SUCH REDUCTIONS, THE INCREASE WOULD NOT BE INTOLERABLE. THE CONCEPT WOULD HOWEVER INVOLVE NATO IN A MILITARILY UNACCEPTABLE MAGNITUDE OF REDUCTIONS WERE THE ILLUSTRATIVE COMMON CEILING TO BE REALIZED AT THE LEVEL (ABOUT 700,000) WHICH HAS BEEN ADOPTED AS AN ILLUSTRATIVE TARGET.

3. IN THEIR REPORT THE WG ALSO POINTED OUT THE FOLLOWING:

THE ACCEPTANCE BY NATO OF CASES 1, 2 OR 3 WOULD INVOLVE THE TAKING OF A CALCULATED RISK UNTIL THE EVENTUALLY ACCEPTED WP MANPOWER FIGURES ARE KNOWN. IT MAY THEREFORE BE DESIRABLE TO AVOID COMMITMENT TO ANY SPECIFIC AND FINAL REDEFINITION OF GROUND FORCES BEFORE AGREEMENT IS REACHED WITH THE EAST ON SUCH DATE.

END TEXT.  
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SECDEF INFO MBFR VIENNA  
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